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DEC 6 1954

MEMORANDUM FOR: DIRECTOR OF CENTRAL INTELLIGENCE

VIA : Inspector General

SUBJECT : Manpower Survey of the Clandestine Services  
(Near East and Africa Division)REFERENCES : a. Manpower Survey of the Far Eastern Division,  
18 August 1954 (Report #1)  
b. Manpower Survey of the Eastern Europe Division,  
22 September 1954 (Report #2)  
c. Manpower Survey of the Western Europe Division,  
October 1954 (Report #3)I. AUTHORITY FOR THE SURVEY

A. In accordance with instructions from the Director of Central Intelligence, a task force has conducted a survey of the current practices employed within the Near East and Africa Division (ND/P) for the assignment, control, and reporting of manpower and personnel within this component.

B. The scope of this survey report includes an examination of headquarters records of all civilian staff employees and staff agents in both headquarters and field. Specifically exempted from the survey are approximately [REDACTED] including four

and approximately [REDACTED]

C. The Task Force was directed to confine its survey within individual area divisions to a factual report of the manpower status. Therefore, no recommendations are made in this report in regard to the specific improvement within NEA Division of manpower assignment, control or reporting procedures, except as they pertain to the correction of any existing condition of unassigned personnel or personnel paid from unvouchered funds who are located in headquarters. However, as a result of the findings in this survey and in the surveys of other elements of the Clandestine Services, specific recommendations will be prepared at an appropriate later date.

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## II. PURPOSES OF THE SURVEY

A. To determine the accuracy and effectiveness of manpower reports currently being submitted to the DCI.

B. To determine the accuracy and effectiveness of the numerous controls currently affecting the processing of personnel matters;

C. To determine the accuracy and effectiveness with which the existing records systems reflect the assignment of personnel;

D. To determine the number of persons paid at headquarters with unvouchered funds;

E. To analyze the effectiveness of existing personnel and organizational control systems under which the NEA Division operates; and

F. To arrive at conclusions affecting personnel management on the basis of information supplied by records examination and by interviews with selected NEA Division personnel.

## III. SOURCES OF TASK FORCE DATA

A. The sources from which data were obtained include:

1. Near East and Africa Division records maintained by the Assistant Director for Personnel (AD/P);

2. Payroll records of the Office of the Comptroller;

3. NEA Division records;

4. NEA Branch records; and

5. Interviews with selected personnel in the NEA Division.

## IV. COORDINATION

This report, except for Section VII, Recommendations, was reviewed in draft form and was accepted by Chief, NEA and Chief Admin, NEA.

## V. SURVEY FINDINGS

A. The findings indicate that the basic personnel problems inherent in the current Agency system are equally applicable to NEA Division as to the other divisions previously reviewed, and it is desired at the outset clearly to indicate that correction of some of the problems noted herein is beyond the scope of Divisional authority.

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B. The task force has approached the analysis of manpower control with the Near East and Africa Division from three (3) aspects: manpower controls, personnel records and reports, and personnel management. All data and reports examined were as of 30 September 1954 (Unless otherwise noted).

### C. Effectiveness of Manpower Controls

#### 1. Table of Organization and Position Inventory, AD/P.

a. The table of organization when combined with the position inventory is intended to be a record of positions authorized the division, and the incumbents of such positions. As such, it relates names to positions and components on the authorized table of organization and thereby becomes the official record of assignment and location for each employee. The task force found that this official record does not accurately reflect actual assignments and locations.

b. The task force found that the AD/P position inventory for the Near East and Africa Division does not indicate accurately the actual duty status of [REDACTED] personnel, comprising seventeen (17) percent of the Division's total on-duty strength of [REDACTED] as listed by the PI of AD/P. The inconsistencies encountered between actual duty status or location and the information reflected in AD/P records are as follows:

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- (1) Listed on PI but no physical location or interim duties shown
  - (a) Unassigned in Headquarters
  - (b) Unassigned in Field
- (2) Not listed on PI but actually on duty in NEA Division Headquarters
- (3) Inaccurate description of location duties
  - (a) Listed by PI on Field T/O position but physically in Headquarters
  - (b) Listed by PI on Project T/O positions but physically in Headquarters
  - (c) Persons carried against NEA

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Division Headquarters T/O slots  
but performing duty elsewhere  
in NSA or Agency Headquarters.

- (d) Persons listed on PI but actually resigned from the Agency

TOTAL DOCUMENTABLE INCONSISTENCIES

c. These inconsistencies, similar to those found in FE, EE and WE Divisions, may be attributed mainly to the fact that the AD/P records reflect the status of individuals only to the extent to which their assignment has been formalized by official personnel actions (Standard Forms 52). However, the nature and duration of some of these inconsistencies indicate that the authorized table of organization does not reflect the current realistic distribution of work requirements within NSA Division. Since the authorized Table of Organization does indicate a realistic distribution of work requirements at the time it is originally submitted, there is an indication that the Division is not requesting and/or obtaining T/O changes to conform to the changes in Divisional work requirements. This is not necessarily a reflection on the NSA Division but perhaps an indication that the present procedures for changing T/O authorizations are too cumbersome to allow the flexibility required to meet these changes in work requirements.

d. As an example of the discussion in c above, charted below is a breakdown, by branch and staff, of personnel carried on the PI of AD/P in one NSA Branch or staff slot, but performing duty in another Branch or Staff. This chart indicates, for example, that the work requirements in the Office of the Division Chief and the [REDACTED] has decreased noticeably while the work requirements in [REDACTED], and [REDACTED] have increased since the date of the T/O authorization.

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<u>Staff or Branch</u>	<u>Assigned On duty (AD/P-PI)</u>	<u>Actually on duty in another NSA Branch or Staff</u>	<u>Actually on duty outside NSA or Resigned</u>	<u>On duty but slotted elsewhere in NSA</u>	<u>Actually on Duty</u>
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<u>Cont'd-</u> <u>Staff or</u> <u>Branch</u>	<u>Assigned</u> <u>on duty</u> <u>(AD/P-PI)</u>	<u>Actually on</u> <u>duty in another NEA</u> <u>Branch or Staff</u>	<u>Actually on</u> <u>duty outside</u> <u>NEA or Resigned</u>	<u>On duty</u> <u>but slotted</u> <u>elsewhere in NEA</u>	<u>Actually</u> <u>on</u> <u>Duty</u>
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## 2. Manpower Ceiling:

e. The NEA Division is within its total official civilian manpower ceiling as reported in the AD/P's Monthly Personnel Statistical Review (See Tabs A and B). However, the Division exceeded by 7 the headquarters ceiling imposed by DR/P Admin. It is apparent from the discussion in paragraph C.1 above that while an overall manpower ceiling of personnel paid from Divisional funds is a control which can be effective under existing personnel procedures, any breakdown of that ceiling in terms of location in headquarters and the field or in terms of actual duties being performed is not a realistic control under the existing personnel reporting and accounting system.

Headquarters: Ceiling . . . . .

Located in Headquarters  
& paid from NEA Division  
funds . . . . .

OVER CEILING (Headquarters)- - -

Field: Ceiling . . . . .

Located in the Field. . . . .

UNDER CEILING (Field)- - - - -

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Cont'd

Total (Headquarters &amp; Field): Ceiling . . . .

Located in  
Headquarters  
and the Field .

TOTAL UNDER CEILING (NSA Division)- -

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## 3. CIA Regulation

a. The task force finds that (as of 30 September 1954) confidential funds allotted to NSA Division were used for the payment of Clandestine Services personnel located in Agency headquarters (See Tab C), two of which occupy authorized unvouchered headquarters positions.

(1) Summarized in Tab D are 5 sample case histories of personnel who are performing headquarters duties who are paid from unvouchered funds.

b. The individuals paid from unvouchered funds who do not occupy authorized headquarters unvouchered positions but are on duty in headquarters (does not include TTY) may be categorized as follows:

(1) Out-casuals (those persons located in headquarters who are officially scheduled for overseas assignments within NSA Division) and/or

(2) In-casuals (those who are NSA Division returnees from overseas assignments).

c. By length of time in headquarters on unvouchered funds, there were (as of 30 September 1954):

	<u>In-casual</u>	<u>Out-casual</u>	<u>Total</u>
Less than three (3) months			
Three (3) to six (6) months			
Six (6) months to one (1) year			
One (1) year and over			
TOTAL			

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d. The continued use of unvouchered funds for salary payment of personnel in headquarters without an official headquarters assignment appears to be a solution to an administrative difficulty which is believed to be in conflict with the intent of CIA Regulation [REDACTED]

e. It is evident that budgetary controls also suffer from the practice of accounting for and paying headquarters personnel from field allotment accounts. The budgetary distortion created by this practice appears to be substantial enough to warrant further attention.

#### D. Personnel Records and Reports

##### 1. Comparison of AD/P strength report and Task Force Findings

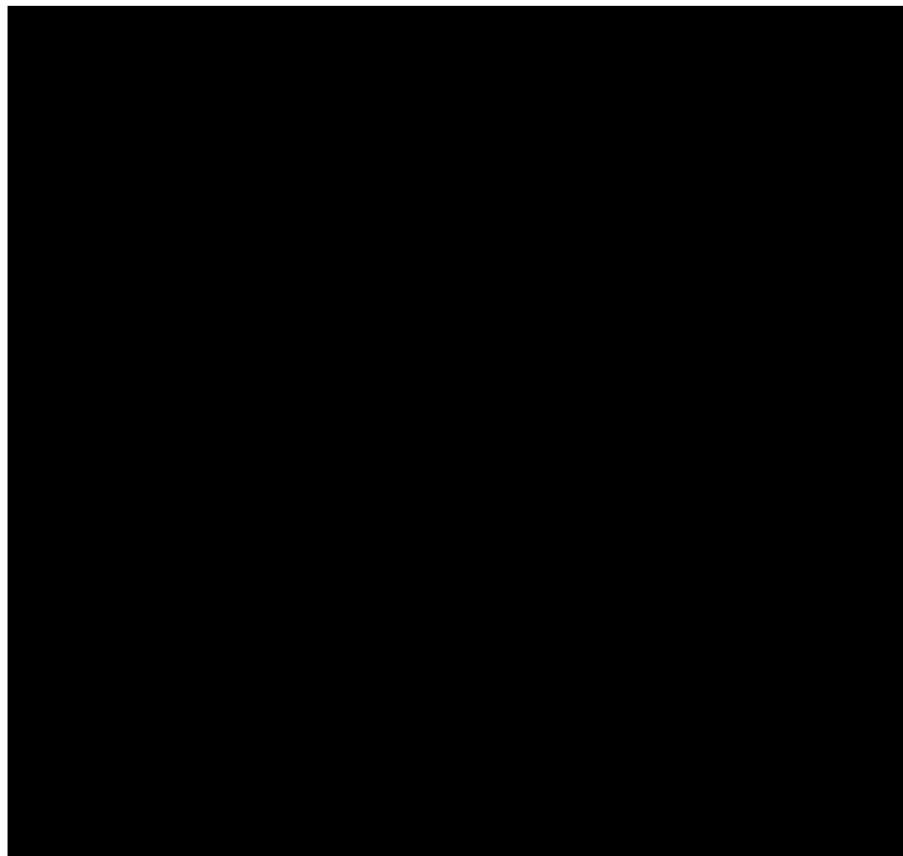
The current personnel reporting system does not accurately reflect the actual NEA Division headquarters strength. As of 30 September 1954 the task force found [REDACTED] additional civilian employees on duty in NEA Division headquarters above that reported by the AD/P as of the same date.

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ON DUTY STRENGTH  
(NEA Division Headquarters)

Office of Personnel Report (30 September 1954)

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## E. Personnel Management

1. Some of the basic factors affecting personnel management were found to be different in NEA Division from those confronting divisions previously surveyed. Firstly, FE, EE, and WE Divisions appeared to be either in a status of reduction or containment in the number of personnel required in their overseas installations, while interviews with NEA Division personnel indicated that NEA is still in a period of expansion of overseas operations and accordingly has requirement for additional personnel.

2. Unlike previous divisions surveyed, however, NEA Division authorized headquarters ceiling is greater than the ceiling for field installations:

## MANPOWER CEILING AUTHORIZATION RATIOS

	<u>Headquarters</u>	<u>Field</u>
NEA Division	1.2	1.0
FE Division	1.0	2.4
EE Division	1.0	2.7
WE Division	1.0	1.2

Because of the above ratios, the placement of personnel returning from overseas tours of duty, while a major personnel problem in NEA Division, is not as paramount a problem as that confronting FE and EE Divisions; and the problem is still further decreased because NEA Division is attempting to adhere to a plan of two consecutive field tours of duty to one at headquarters.

*Policy*

3. As was found in the Divisions previously surveyed, branch chiefs in NEA generally expressed their unwillingness to confirm an assignment into their branch until an individual had been personally interviewed. The branch chiefs also dismissed the proposition that mandatory assignments be made within their branch by the Career Service Board with comments to the effect that if they are to be responsible for the conduct of operations in their area, they must retain the authority for the selection of personnel.

*advance assignment*

4. Another point of concern expressed by the branch chiefs to the task force is the length of time required to obtain authorization for accomplishment of personnel matters, such as changes, personnel actions, etc. The branches indicated that because of these time factors, they are forced to

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use any available vacant slot in order to process an individual for an assignment. This process undoubtedly accounts for a number of the discrepancies wherein individuals are slotted in one position although performing duties in another, as previously noted.

5. The personnel management within NEA Division is made more difficult by the fact that a total of [redacted] personnel are on duty in the status of Staff agent, [redacted] of whom are slotted against projects which require no formalized AN/P T/O's. It is recognized that personnel administration for personnel in this status is more time consuming and difficult than normally encountered with staff employees since they must be handled in accordance with the demands of their particular project and cover. Since these staff agents must be so administered, this administration is principally handled by the branches. Undoubtedly, this accounts for an apparent overlap between the branches and personnel section in personnel functions. Also, since formal T/O slots are not provided for the majority of these personnel and yet their status as staff agent entitles them to a continuing and permanent employee status with the Agency similar to a staff employee, they represent personnel overhead which must be considered in reassignment upon completion of their specific operational tasks. It is believed that this matter is of sufficient magnitude and importance to warrant further study of present personnel policy and procedures in regard to staff agent personnel accounting and control.

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numbers  
without  
structure*

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[redacted]  
normal promotion steps under the authorized T/O grade (see sub 4). This is not unusual in comparison to other divisions surveyed and otherwise not necessarily an undesirable or significant factor as long as the individuals concerned are the most senior and qualified for the position. However, the number of such cases may be indicative of any or all of the following conditions:

- a. Incomplete screening by the Career Service Boards and/or NEA Division of all qualified and available personnel prior to a specific assignment.
- b. Existence of overgraded T/O positions.
- c. Lack of, or difficulty in locating, qualified personnel.

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drawn from these figures is the fact that even with appreciable T/O vacancies, the division found it necessary in several instances to slot two individuals against one T/O position. This may be a further indication that the Agency T/O mechanism does not have the flexibility desirable in its application to the Clandestine Services.

## VI. SURVEY CONCLUSIONS

A. The task force review of the Near East and Africa Division reveals similar weaknesses in Agency Personnel administration encountered in and reported on the Far Eastern, Eastern Europe, and Western Europe Divisions (References a, b, and c). It was found that:

1. Agency controls over actual assignments are not fully effective;
2. The personnel reporting and assignment systems currently employed do not reflect accurately to senior Agency officials the actual assignments, strengths, and locations of Clandestine staff employees and staff agents;
3. The overseas returnee problem continues to be of major importance. To date, there is no fully effective mechanism to ensure systematic placement or selection out of returning personnel; and
4. Because of the current Agency administrative mechanisms, NEA Division is required to utilize unvouchered funds for the payment of returning personnel. Such payment, unless specifically authorized for security reasons, is believed in conflict with the intent of CIA Regulation [REDACTED] which precludes the use of unvouchered funds for the solution of administrative problems.

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## VII. SURVEY RECOMMENDATIONS

A. Since the submission of previous manpower task force reports, Agency Notice [REDACTED], setting forth procedures for controlling and reporting Agency Staff Employee In-casuals and Out-casuals, was published on 29 October 1954. Therefore, it appears unnecessary and inappropriate in this report to make any recommendations for establishment of an in-casual and out-casual reporting mechanism. However, it is recommended that the procedures set forth in Agency Notice [REDACTED] be extended to include staff agents who are in an in-casual or out-casual status.

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B. Pending further development of more adequate control and reporting systems, it is recommended that:

1. NEA Division process personnel actions within thirty (30)

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days correcting all personnel records which do not indicate correct assignments or correct physical locations. .

2. NEA Division insure that the following factors are included on all future NEA personnel reports to senior Clandestine Services Officials:

- a. All personnel in in-casual or out-casual status;
- b. All personnel not on currently authorized table of organization position slots;
- c. All personnel in headquarters paid from unvouchered funds and not on authorized headquarters unvouchered table of organization slots;
- d. All personnel performing duty other than that of the table of organization position to which they have been assigned, and
- e. All personnel on duty in NEA Division but not filling table of organization positions in the divisions (e.g., JOT, consultants, details from outside NEA, etc.)

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Chief, Inspection and Review

Attachments:

Tab A through E-

**DISTRIBUTION:**

Orig - Addressee	1 - DD/A, Chief, Management Staff
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